

# STRATEGIC ASSET MANAGEMENT PLAN PART 1 – STRATEGIC CONTEXT

**North Somerset Council**

*February 2021*

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# Introduction





# Purpose of Document

## Overall aim

North Somerset Council holds property to sustain and support its corporate objectives as set out in the Corporate Plan, and other strategies.

The aim of the Strategic Asset Management Plan (SAMP) is to set out the Council's vision, aspirations and objectives for its land and property assets portfolio, and to outline a 10-year plan for how it intends to achieve these outcomes. It is a strategic framework setting the core principles for the future use and management of the Council's assets in order to enable the successful delivery of council services.

This document forms the first part of the Asset Management Strategy and provides the strategic context of North Somerset, its political, economic and regulatory setting along with an overview of the assets and the vision and objectives for the Council.

When combined with Part 2 – Shaping the Future Estate and Part 3 – Delivering the Strategy, the report forms a complete Strategic Asset Management & Property Plan (SAMPP) and replaces the Corporate Asset Management Plan 2016-2021. All parts of the report should be read in conjunction with the Council's land and property rules.



## Why Formulate a Strategic Asset Management Plan?

The Strategic Asset Management Plan is a key corporate strategic tool which sets out North Somerset Council's property objectives, focusing on how the Council intends to utilise its asset base to deliver its Corporate Plan.

The SAMP will be used by Elected Members, Officers and Partner organisations to support and inform decision-making related to property assets and should be treated as the key reference point for all future property portfolio decisions.



## The Strategic Asset Management Plan

Asset Management is the generic process that seeks to ensure that land and buildings, as the asset base of an organisation, are structured in the best corporate interests of the organisation concerned.

The strategic plan refers to land and buildings only. It aligns the asset base with the organisation's corporate goals and objectives and responds to all functional and service delivery requirements of the organisation. This will enable the council to meet its statutory and other obligations to deliver various operational functions and services within the borough.



## The Central Focus is the Council's Operational and Commercial Buildings

The central focus of this SAMP is the Council's operational and commercial buildings. Covering a wide range of corporate, cultural, community, educational, public health and a range of other associated non-core assets owned by the Council.

Asset management provides a structured process to ensure value for money from property in serving the needs of the organisation. The assets under ownership of the Council are expensive in terms of capital value as well as annual maintenance and running costs. They need to be carefully managed to ensure the highest and best use is achieved

### Leveraging North Somerset's assets to drive regeneration, recovery & renewal

An important driver throughout this strategy is the need to connect the approach to these operational and commercial sites with other assets in and around the region, particularly highways, public realm and open spaces, as well as property and assets owned by relevant partners from across the public sector and beyond.

The total estate is a resource that can drive regeneration, recovery and renewal within the region and help to deliver the infrastructure required through various land value uplift mechanism's available to the Council. Aggregated, the portfolio of assets is a powerful lever for change, and if utilised correctly by the Council, can leverage North Somerset's economy forward in a sustainable way.



## Links to Other Strategies

The SAMP is strongly aligned with the council's Strategic Development Programme. However, it is a standalone document which informs the use of the council's operational assets and strategic operational framework. Where an operational asset is deemed to be surplus to requirements, this is based upon operational need independently of development opportunities.

The SAMP enables a clear transition from its plan to the Strategic Development Programme. There are a number of parallel strategies that are at different stages of development. This SAMP provides a set of guiding principles for the delivery and development of these wider strategies.

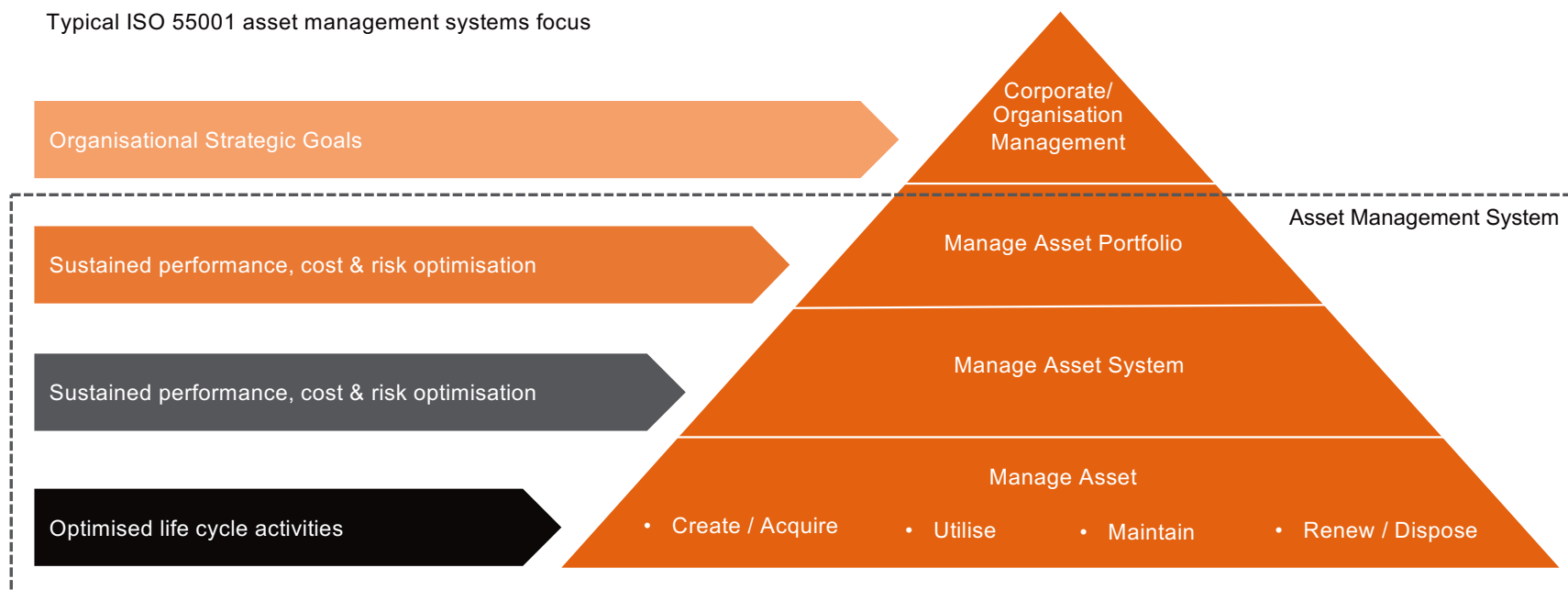




# Approach to Asset Management

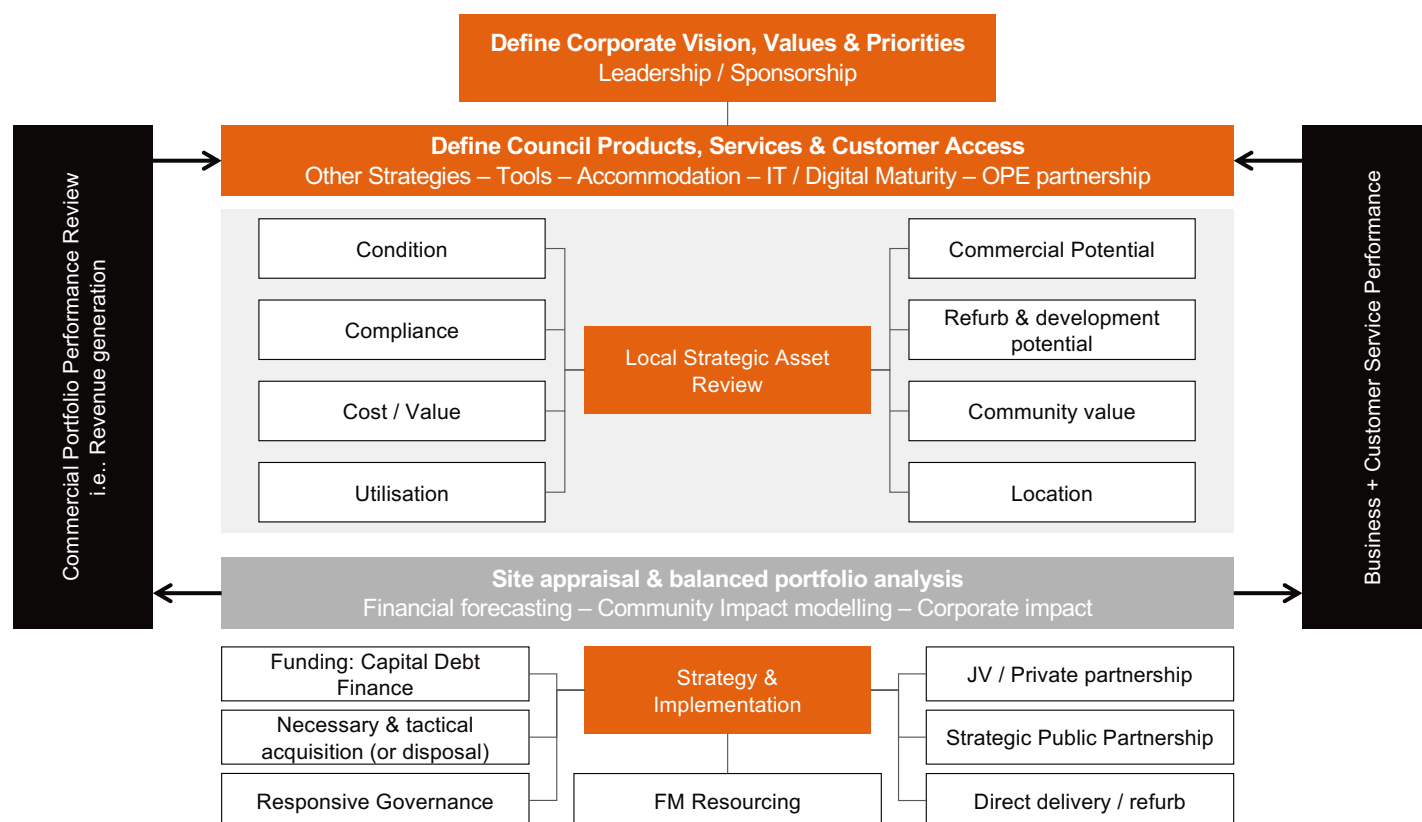
The ISO 55001 plan-do-check-act cycle informs the foundation of the approach to this Strategic Asset Management Plan (SAMP).

Typical ISO 55001 asset management systems focus



# Approach to Asset Management

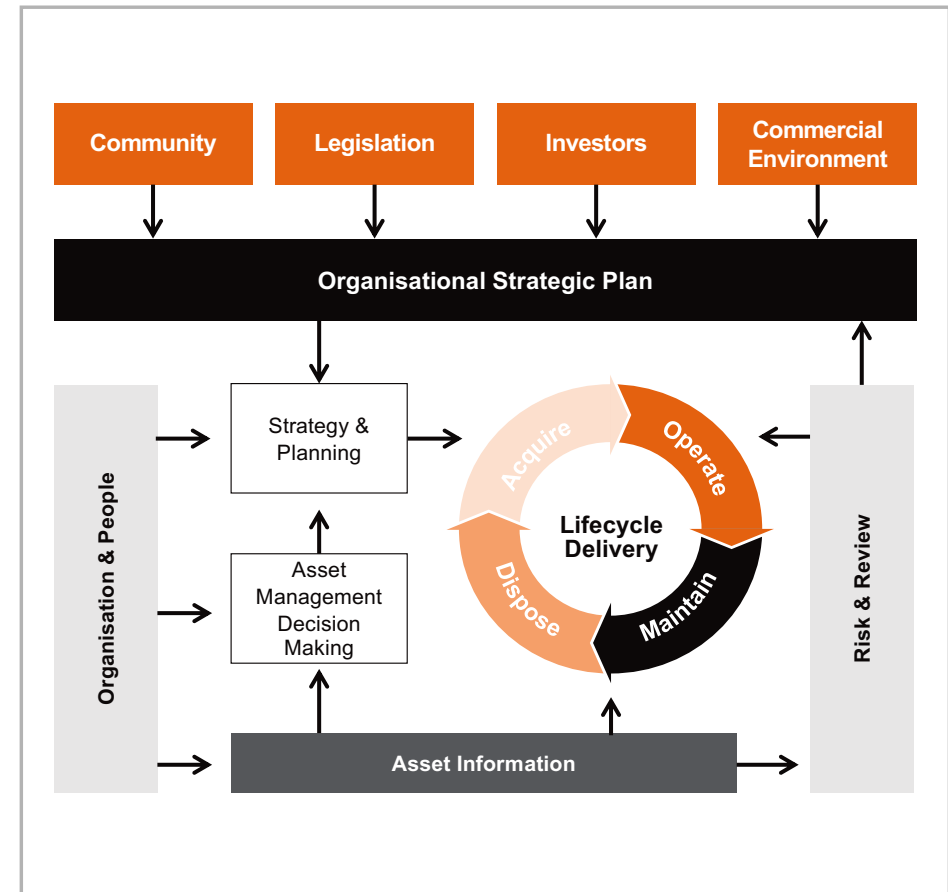
The nuanced methodology for this strategy is described below and is based on real-world experience of producing SAMPs with public sector partners.



## Approach to Asset Management

Producing this Strategic Asset Management Plan involved the following aspects:

- Local Strategic Asset Review (LSAR)
  - Corporate Vision, strategic needs & service engagement workshops
  - Review of baseline operational estate use, condition, compliance
  - Key lines of inquiry through workshops
- Refining the Vision, Objectives and Principles
- Producing individual Property Assessments
- Drafting the strategy
- Refining the strategy and securing approval.



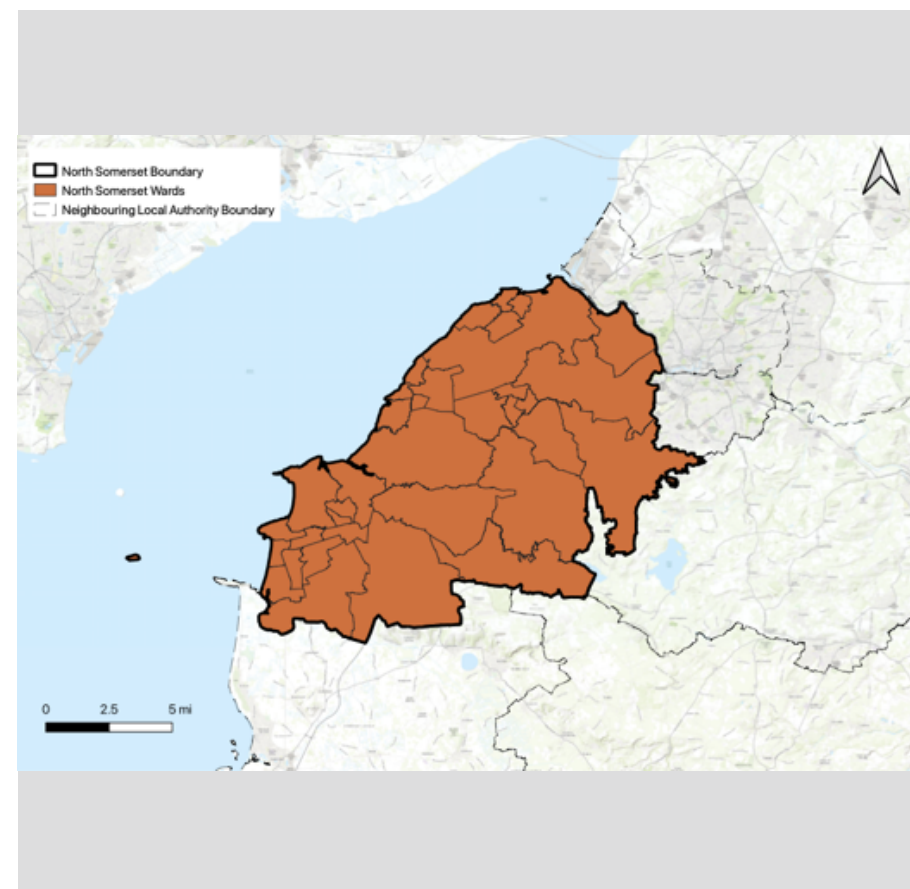


# North Somerset Council Overview

## About North Somerset Council

North Somerset is a unitary authority within the West of England covering 145 square miles, lying in close proximity to the major city of Bristol – an important economic base. There are a number of key towns in the area, including: Clevedon, Portishead, Nailsea and Weston-Super-Mare, as well as villages and rural areas. It has a population of 215,100 (ONS 2019).

The local government areas which North Somerset borders are: Bristol to the north east, Bath and North East Somerset, Sedgemoor and Mendip. The region has a well-connected transportation network; with the M5 motorway, Bristol Airport and five railway stations on the main line to the South West. There is also the Royal Portbury Dock which is one of the major importers of motor vehicles in the UK.





## About North Somerset Council

### A strong agricultural presence

The district has a strong agricultural presence and as a result, there are many rural and coastal communities, as well as plenty of green open space. The area also contains the Gordano Valley which is a designated National Nature Reserve. The Severn estuary coast is to the west and the Mendip Hills Area of Outstanding Natural Beauty to the south. Despite this, there are a few large settlements within North Somerset, the most populated of which being Weston-Super-Mare.

### Primary towns

North Somerset's primary town is Weston-Super-Mare accounting for just under 40% of North Somerset's population, which along with Clevedon (12%) and Portishead (9%) are located on the coast. The other main population centre of Nailsea (9%) is located on the outer edge of the Green Belt approximately seven miles from Bristol.





## About North Somerset Council

### **Close proximity to Bristol and easy access to the M5**

North Somerset's economy, travel, leisure and retail patterns are heavily influenced by its close proximity to Bristol and easy access to the M5 motorway. Each of the four main towns has a high level of out-commuting by private car to Bristol and its north fringe, with low public transport use (less than half the national average).

The majority of villages are also within commuting distance of Bristol and therefore to varying degrees have a significant dormitory role. Those residents who commute out of North Somerset for employment have some of the highest incomes in the South West. However, those working within North Somerset have incomes lower than the national average.

### **A high percentage of older people**

North Somerset has a high percentage of older people (24% as opposed to 19% nationally in ONS 2009 Mid-Year Population Estimate). This means transformation and invest to save programmes, such as increasing the provision of Independent Living housing for older people will be crucial to both meeting need and enabling Adult Social Services budgets to go further.



## About North Somerset Council

### Housing affordability

There are serious housing affordability issues with affordable housing completions falling well below the required amount.

### Life expectancy disparity between the most affluent and the most deprived areas

North Somerset is a generally prosperous area but has pockets of deprivation and crime particularly in central areas of Weston-Super-Mare. It is important to note that there is nearly 18 years' difference in life expectancy between the council's most affluent and most deprived areas. However, The Public Health England Profile for North Somerset shows that the area is similar or better to the rest of England.

### Employment profile

84% of 16-24 year olds are economically active (ONS 2020), with 9.8% workless households. 48% are in professional employment, 19% administrative /technical / skilled trade, 15% caring / leisure / service / sales, and 17% process plant/machine operatives/elementary occupations (ONS 2020). 40% have NVQ4 qualifications and above. 5% are on out-of-work benefits (ONS July 2020). There are 87,000 total employee jobs, of which 61% are full time. 90% of businesses are micro enterprises (0-9 people).



## About North Somerset Council

### **Strengthen the retail, tourism and employment base of Weston**

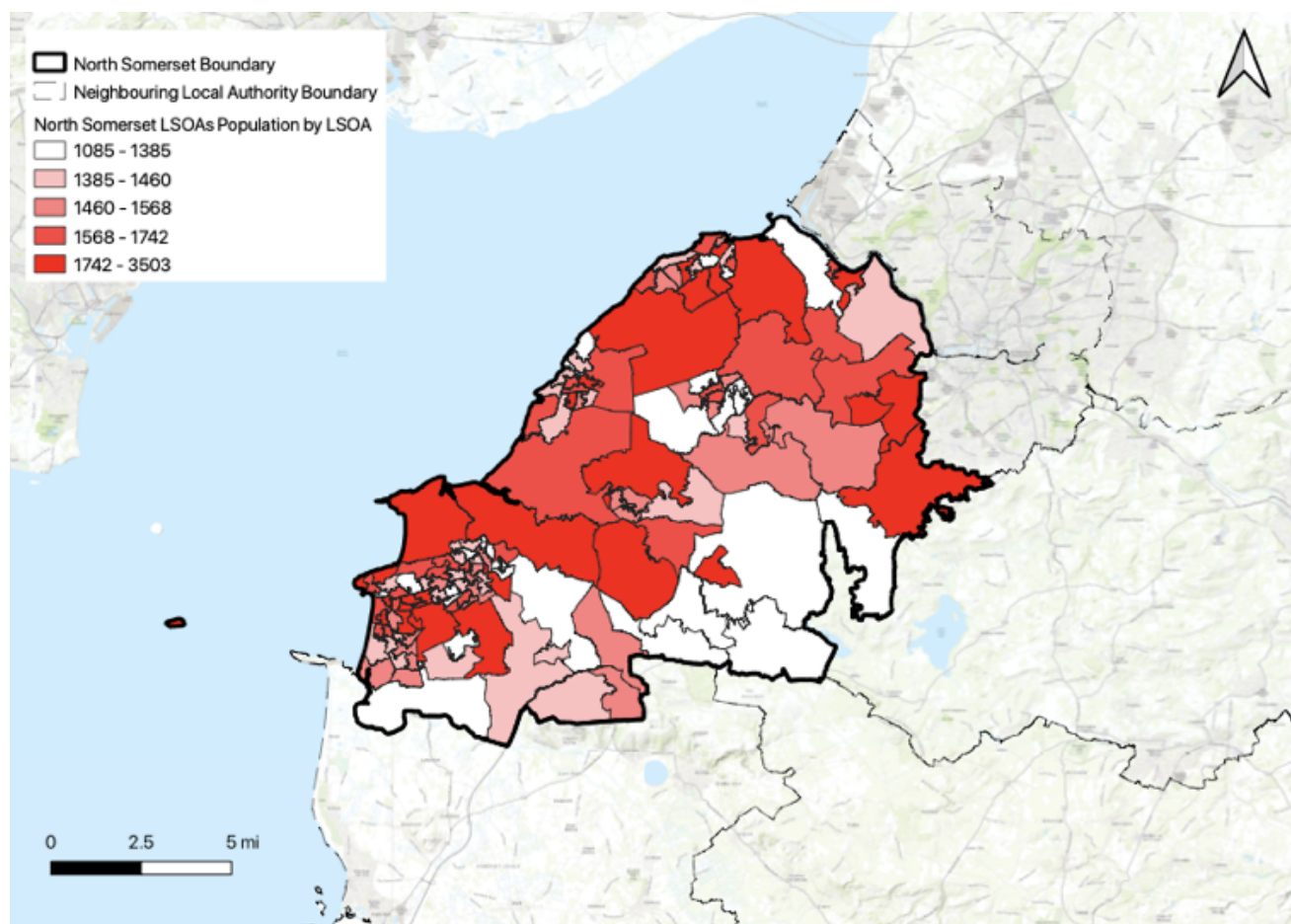
Weston-Super-Mare has among the lowest self-containment level of other principal towns in the South West. Traditionally seen as a seaside town, the economic base of Weston has weakened considerably over the last 20 years with the structural changes in tourism compounded by the loss of key manufacturers. Recent focus has been on the need to strengthen the retail, tourism and employment base of Weston.

### **Home to important facilities in the region**

North Somerset contains two regionally important facilities: Bristol Airport and located on the A38 some 4.5 miles from the edge of Bristol, but which would benefit from measures to further improve accessibility from Bristol and Weston, and the deep sea port of Royal Portbury Dock located at the mouth of the River Avon.

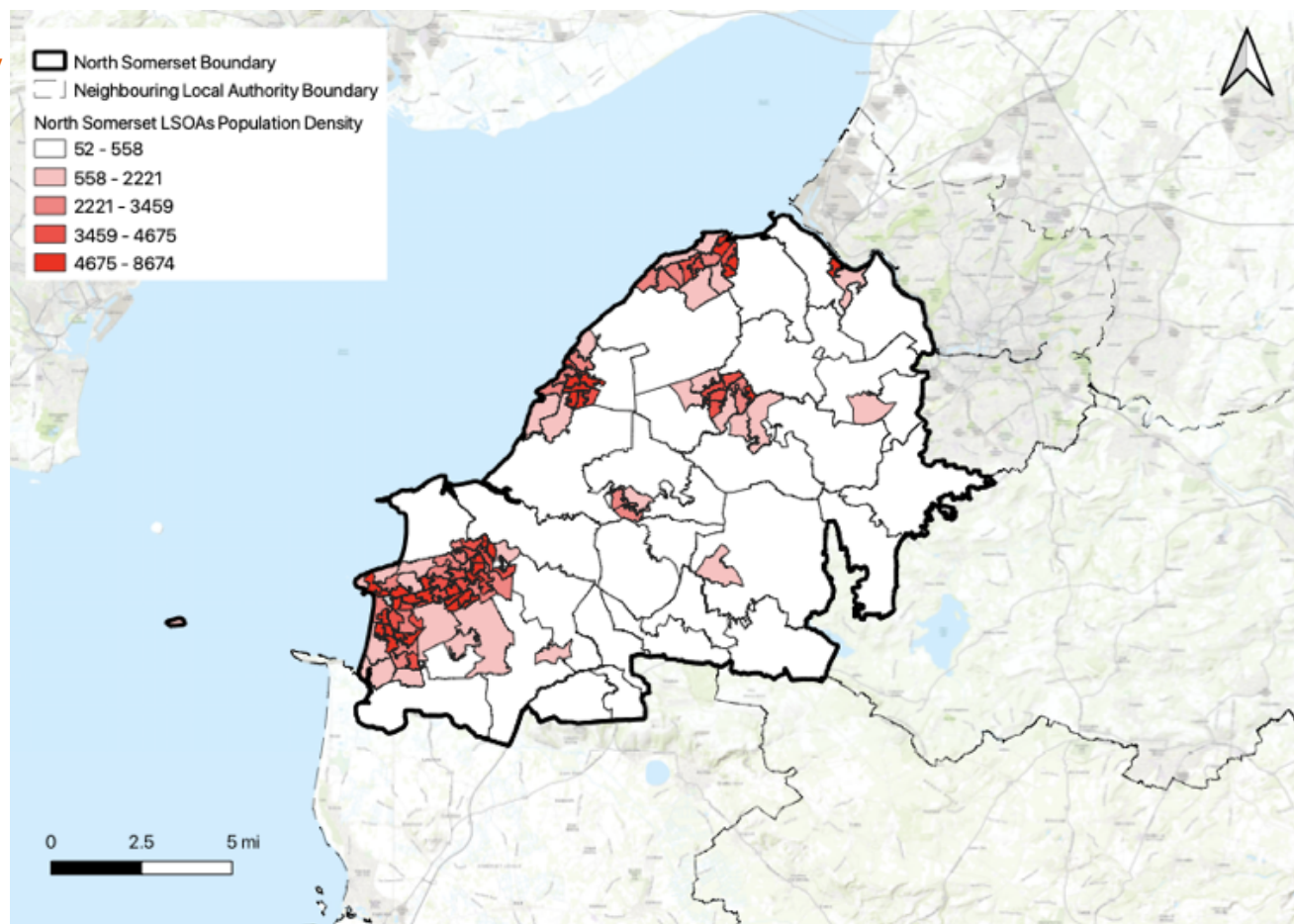
# About North Somerset Council

## Population by Ward



# About North Somerset Council

## Population by Density





## About North Somerset Council

### Population growth & housing need

By 2038, it is expected there will be 16% more people living in the Council than there are now. That's about 30,000 more people. At the moment, the birth rate is higher than the death rate – last year around 2,500 babies were born, and 2,000 people died. By 2038, it is predicted that this trend will reverse – as the population ages, the amount of deaths will exceed births.

Providing the right type of homes and communities the area needs, together with jobs, schools, open space, roads and sustainable transport whilst addressing climate change and other important issues is going to present some interesting challenges and opportunities.

North Somerset needs more homes. This will involve intense debate and difficult decisions about where to develop especially when people fear increasing traffic congestion, high house prices and services that are struggling to cope. However, ensuring young people can find a home in the local area, and that there are homes for people to downsize to, including retirement homes and independent living schemes, is a fundamental requirement.





# Strategic Context



# Strategic Context

## COVID-19

The Covid-19 pandemic has served to strengthen North Somerset Council's vision for an open, fairer and greener North Somerset. Cllr Don Davies, Leader of North Somerset Council, said, 'We will continue to strive to deliver the agenda set out in our corporate plan, but we recognise that some things will now be harder to deliver and that there are new things we need to do to respond to the pandemic.' The Council quickly developed a short live document: Response, Recovery and Renewal to sit alongside the Corporate Plan, setting out how it will minimise harm and promote recovery and renewal.

The report states: 'The novel coronavirus threatens our physical, mental and economic wellbeing. It has had a profound impact on the lives of every resident, business and organisation, but working together we can reduce the harm which it brings and in time make North Somerset an even better place.'

### Of paramount importance are the following actions:

- Maintaining essential services
- Changing how services are delivered to ensure safety
- Working collaboratively with others to establish new responses at pace
- Planning a managed transition from 'lockdown' ensuring that services reopen in a safe and timely fashion
- Managing outbreaks effectively and publishing an Outbreak Management Plan
- Seizing opportunities to accelerate transformation, such as working more flexibly to reduce costs and tackle climate change
- Acting quickly to stimulate economic recovery whilst developing Recovery and Renewal plans across four pillars and two cross-cutting themes:

North Somerset's four pillars and two cross-cutting themes





# Strategic Context

## Revived Localism / 15-Minute City

In the wake of the impacts of the Covid-19 pandemic, a new localism is in action. We are seeing the acceleration of efforts to plan for and stimulate a recovery at a local level and "partnership" is the watchword. Arising from necessity, the commitment to partnerships is now more profound than we've seen before and community groups are providing vital support for the more vulnerable. In North Somerset, 27 new community-led volunteer networks are providing responsive support to thousands of people each week, including shopping, social support and collecting prescriptions.

In the chaotic fallout from Covid-19, concepts such as the 15-minute city are becoming ever more popular as people look to avoid the commute and live, work and experience closer to home, within 15-minutes on foot or by bike. This thinking is of course applicable outside of cities. There are calls for multipurpose services from one building that can be used in many ways throughout the day, and in North Somerset specifically for more people to live and work locally, rather than commute out to Bristol and beyond.

## A Resurgence of Seaside Towns

Seaside towns are seeing an economic resurgence. Buzzing with socially-distanced visitor activity in a smaller 15-minute living context, they are seeing more property enquiries than large cities. North Somerset is investing in workspace as part of comprehensive town centre regeneration plans to capitalise on these emerging trends. The new space is designed to serve homeworkers who previously commuted to Bristol but now want a better social life than their crowded kitchen table has to offer.

Weston is well placed to capture the benefits of the accelerated behavioural changes as a result of the Covid-19 pandemic – towards shopping, working, commuting and travel. It is a place that inherently supports physical health and mental wellbeing with plenty of space for outdoor activity, access to natural landscapes and a walkable town from which to work





# Strategic Context

## The Town Centre Experience is Rapidly Changing

Major changes to shopping habits mean that people no longer need to go into town to do their shopping – they can do much of this online. The lockdown following the outbreak of Covid-19 increased the share of online expenditure – not just for groceries from supermarkets, but also from local independent businesses who rapidly adapted their trading models. Covid-19 has probably accelerated a long-term trend for town centres, which is that they need to convince people that they should want to visit them, even if they no longer need to visit them.

As a result, town centres are changing to becoming visitor attractions of their own and are adjusting to the experience economy. They are becoming places to relax, eat, drink, socialise and play. While people spend time doing these things, they will spend money.

Councils, traders, business networks and landlords in towns up and down the country have long been working hard to understand how they can convince people they want to go into town now that they no longer need to. By curating a programme of cultural activity and connecting and promoting the assets and more peculiar and interesting places in North Somerset's towns, footfall, dwell time and expenditure can be encouraged into the town throughout the year and across the day.

## Transformation, Supporting the Vulnerable and Young People

As is the case elsewhere, the pandemic's impacts on the vulnerable mean they need to be intensively supported to recover and to increase resilience should there ever be such a crisis again. This means transformation programmes aimed at 'levelling up' and enabling independence and choice are vital – particularly for older populations and others with support needs.

This means considering invest-to-save business cases, demand and supply of suitable intergenerational and independent living housing, as well as skills & employment and health & wellbeing programmes. Helping children study, stay connected and return to a school setting is also crucial, as is providing access to space for college and university students. North Somerset is also reaffirming its commitment to address disadvantage in the north of the district, creating more opportunities for local people.



# Strategic Context

## UK Local Authorities are the most stretched in Europe

UK local authorities are among the most stretched in Europe, according to a new report by Moody's Investors Service. The LGA said councils were being "stretched to the maximum" as a result of the pandemic — having already lost 60 per cent of their funding since 2010 due to austerity. Croydon Council has sought emergency financial assistance from the Government in the wake of the lockdown.

In the context of austerity, North Somerset has achieved significant revenue savings, working towards being more self-sufficient. With that being said, increasing service demand and demographic pressures exist within the region and show no signs of disappearing. Utilising the property portfolio to generate sustainable income streams, with efficient and effective use of the Council's assets, is crucial in addressing the funding gaps that show no signs of receding.

A key aim of this Strategic Asset Management & Property Plan is to facilitate the future needs of North Somerset Council's services and functions within their financial means, while maximising opportunities for residents, visitors and businesses. It's been suggested that this will require:

- Achieving financial savings and generating income to support our budget pressures
- Reducing our carbon footprint to net zero by 2030
- Developing an attractive place for business investment and sustainable growth
- Focusing on tackling inequalities, improving outcomes and encouraging healthier lifestyles
- Engaging with and empowering our communities
- Managing our resources and investing wisely
- Embracing digital technology
- Empowering staff and encouraging continuous improvement and innovation
- Providing professional, efficient and effective services, i.e. digital libraries
- Collaborating with partners to deliver the best outcomes.



## Strategic Context

The impacts of Brexit are, as yet, unknown and could further constrain North Somerset's resources – and the South West of England more broadly, so the above objectives of this strategy are all the more important in this context. (The UK and EU have until 31 December 2020 to agree the new rules of how they work together.) Concerns around how tourism will be impacted by both the pandemic and Brexit could also have significant implications for the region, though could also create opportunities – such as at, and around, Royal Portbury Dock (the part of the Port of Bristol that sits within North Somerset).

### A Green Recovery to Address the Climate Emergency

With North Somerset having declared a climate emergency in January 2019, the impacts of Covid-19 re-emphasise the importance of the council's objectives, including becoming a net zero carbon council by 2030, having an energy efficient built environment, pursuing sustainable development and increasing resilience at a local level.

The political impetus is there nationally to 'build, build, build' but the opportunities should be harnessed to ensure those impacted most by the pandemic benefit. Inclusive and green growth is key to 'build back better.' North Somerset's vision remains an open, fairer and greener North Somerset and upskilling residents and creating associated green employment routes, in partnership with local organisations will enable this. Many authorities are using their existing assets to generate renewable energy and contribute to circular economies. North Somerset's Climate Emergency Strategy & Action Plan sets out similar aspirations and clear plans to achieve them. The council also wishes to influence behavioural change in the home to help address the climate emergency.





# Strategic Context

## Working from Homes Means Re-thinking Assets

Working from home, fewer polluting train and car journeys, and more time spent on productive work means many large employers are confirming people will be able to work more flexibly. Whilst there is no digital tool (Skype, Zoom or Teams) that can be a replacement for collective human physical experience, the operative word here is 'augmented'. Physical and digital must now combine in new ways. North Somerset Council are embracing digital technology to facilitate this.

Some organisations are using their assets to leverage existing public-private regeneration partnerships. Others are assembling land to create a bigger offering to the market that will transform their town and leverage larger returns. More still are finding ways to deposit sites within their own asset-backed vehicles, thereby releasing cash and retaining the asset for medium- to long-term commercial gains. North Somerset objectives include reinvesting wealth in local neighbourhoods and curating award-winning places for the public.

## The Future of Tourism

Visit Britain are calling for using the outcomes from the June 2019 Tourism Sector Deal to prepare the sector for a new era of travel and to support in the levelling up of poorer communities across the UK as part of the recovery. The Tourism Sector Deal sets out how the industry will deliver against the five key pillars of the Government's Industrial Strategy. North Somerset is well placed to support, and capitalise on, tourism's contribution to the economy. It will also benefit from the major marketing campaign focused on domestic travel.



# Regulatory Framework



# Regulatory Framework

## A time of significant change

This asset management strategy is being produced at a time of significant change. For example, in the wake of the Grenfell Tower tragedy, a number of advice notes for building owners were introduced on the measures they should take to ensure their buildings are safe. These are all now captured in the Government's guidance: Building safety advice for building owners, including fire doors.

Efforts to facilitate a recovery following the pandemic lockdown have also led to changes to planning use class orders from September 2020 to help provide property flexibility for developers in England at a time where there is a need to repurpose town centres and high streets quickly. The table below provides a brief summary of how uses will be reclassified from 1 September 2020:

USE	USE CLASS UNTIL 31 AUGUST 2020	USE CLASS FROM 1 SEPTEMBER 2020
<b>Shops</b>	<b>A1</b>	<b>E</b>
<b>Financial &amp; Professional Services</b>	<b>A2</b>	<b>E</b>
<b>Food &amp; Drink (mainly on the premises)</b>	<b>A3</b>	<b>E</b>
<b>Business (office, research and development and light industrial process)</b>	<b>B1</b>	<b>E</b>
<b>Non-residential institutions (medical or health services, crèches, day nurseries and centres)</b>	<b>D1</b>	<b>E</b>
<b>Assembly and Leisure (indoor sport, recreation or fitness, gyms)</b>	<b>D2</b>	<b>E</b>
<b>Non-residential institutions (education, art gallery, museum, public library, public exhibition hall, places of worship, law courts)</b>	<b>D1</b>	<b>F.1</b>
<b>Shop no larger than 280sqm (selling mostly essential goods and at least 1km from another similar shop); community hall, outdoor sport/recreation area, indoor or outdoor swimming pool, skating rink</b>	<b>A1</b>	<b>F.2</b>
<b>Public House, wine bar, drinking establishment</b>	<b>A4</b>	<b>Sui generis</b>
<b>Hot Food Takeaway</b>	<b>A5</b>	<b>Sui generis</b>
<b>Cinema, Concert Hall, Bingo Hall, Dance Hall, Live music venue</b>	<b>D2</b>	<b>Sui generis</b>



# Regulatory Framework

## The Planning System

**Longer term, the Government is proposing significant changes to the planning system. Its consultation Planning for the future sets out reforms including:**

- **Zoning:** local plans zoning all land in their areas for “growth”, “renewal” or “protection”.
- **Renewal:** Areas zoned for renewal will be seen as suitable for some development, such as densification and infill development, and will benefit from a statutory “presumption in favour” of development. Schemes that accord with locally-drawn up design codes will benefit from a “fast-track for beauty” recommended by the government’s Building Better Building Beautiful Commission.
- **Local plans:** Local authorities will have 30 months to produce a new-style stripped back local plan, down from a current average of seven years.
- **Section 106 scrapped:** The existing system of developer contributions is to end.
- **Top-down housing targets:** The government plans to reimpose top-down housing targets on local authorities.
- **Scrapping ‘Duty to co-operate’:** Councils will no longer have a duty to co-operate with each other over the drawing up of local plans.
- **Protected:** Areas zoned as “protected” will essentially continue with the existing planning process. Importantly, areas of open countryside with no specific wildlife or landscape protections currently can be designated “protected”
- **New design code body:** Given the role of supporting local authorities in the creation of local design codes,
- **More permitted development:** Within the “renewal” areas, certain pre-approved development types – such as the densification of suburban semis – will be given automatic pre-approval via new permitted development rights. These new PD rights will also have to take account of local design codes.
- **Digital planning:** Public involvement in local planning is to be hugely expanded by digitising the service, to allow much easier public access to planning documents.

Although it will be some time before any planning reforms are implemented, it is important to note the Government’s desired direction of travel and consider its implications for this strategy, particularly the implications of the proposed zones and permitted development rights and the opportunities these could present





# Regulatory Framework

## Health & Safety compliance

Ensuring the health and safety of residents, staff and others using the council's buildings is the top priority for the effective management of the council's assets. The primary statutory instruments driving statutory compliance for property assets are:

- The Health and Safety at Work etc. Act 1974
- Managing Health and Safety at Work Regulation 1999
- The Regulatory Reform (Fire Safety) Order 2005
- The Building Regulations 2000 (as amended)
- The Control of Substances Hazardous to Health COSHH Regulations 2002 and Amendment 2003
- The Control of Asbestos Regulation 2012
- The Health and Safety Executive Approved Code of Practice (ACoP) Guidance on Legionnaires Disease, the Control of Bacteria in Water Systems L8.

## Energy Performance Certificate

From April 2018, legislative changes make it unlawful to let residential or commercial properties with an Energy Performance Certificate (EPC) Rating of F or G (i.e. the lowest two grades of energy efficiency). Assets that fail this standard need to be identified and this information fed into investment decision-making.

## Regulation of asset management activities

The main framework for the regulation of asset management activities in the UK is contained in the Financial Services and Markets Act 2000 (FSMA) and various instruments introduced under the powers contained in the FSMA.



# North Somerset Policy Framework





# North Somerset Policy Framework

## Corporate Plan 2020-2024

The vision for 2020-2024 is for “An Open, fairer, greener North Somerset.”

- **Open:** We will provide strong community leadership and work transparently with our residents, businesses and partners to deliver our ambition for North Somerset.
- **Fair:** We aim to reduce inequalities and promote fairness and opportunity for everyone.
- **Green:** We will lead our communities to protect and enhance our environment, tackle the climate emergency and drive sustainable development.

## Priorities

The vision is ambitious and long term. To help focus on delivery, North Somerset have set three broad aims, each with a set of priorities described as follows:

### *A thriving and sustainable place*

- A great place for people to live, work and visit
- Welcoming, safe and clean neighbourhoods
- To be carbon neutral council and area by 2030
- A transport network which promotes active, accessible and low carbon travel
- An attractive and vibrant place for business investment and sustainable growth
- A broad range of new homes to meet our growing need, with emphasis on quality and affordability.

### *A council which empowers and cares about people*

- A commitment to protect the most vulnerable people in our communities
- An approach which enables young people and adults to lead independent and fulfilling lives

- A focus on tackling inequalities and improving outcomes
- Partnerships which enable skills, learning and employment opportunities
- A collaborative way of working with partners and families to support children achieve their full potential.

### *An open and enabling organisation*

- Engage with and empower our communities
- Empower our staff and encourage continuous improvement and innovation
- Manage our resources and invest wisely
- Embrace new and emerging technology
- Make the best use of our data and information
- Provide professional, efficient and effective services
- Collaborative with partners to deliver the best outcomes.



# North Somerset Policy Framework

## North Somerset core strategy (Local Plan)

The North Somerset Vision as set out in the Sustainable Community Strategy (SCS):

**Sustainable, inclusive, safe, healthy, prosperous communities thriving in a quality environment**

- To help achieve the vision the SCS has developed six shared priorities:
- Tackling disadvantage and promoting equality of opportunity
- Developing strong inclusive communities
- Ensuring safer communities
- Improving health and wellbeing
- Developing a prosperous economy and enterprising community
- Living within environmental limits.



# North Somerset Policy Framework

## North Somerset Local Plan 2038

North Somerset are currently consulting on a new Local Plan to run from 2023-2038. Its aim is as follows:

By 2038 there will be a transformation in the way we live which reflects a more responsible attitude to climate change and the use of resources. New homes, buildings and communities will be highly sustainable, accessible and attractive places with higher quality standards. There will be more diversity in terms of the form and type of new development to increase variety and choice to better meet the needs of all, create jobs and to tackle inequality. Regeneration will transform and breathe new life into existing towns and valued areas will be protected. People's well-being, a strong sense of community, opportunity and fairness will be at the heart of all development in North Somerset.

### Emerging aims

- The emerging aims of the local plan are summarised as follows:
- Tackle the climate change challenge
- Build sustainable development
- Treasure valued assets
- Raise design quality
- Regenerate our towns and communities
- Improve the life prospects of local

### Emerging Priorities:

1. To deliver the zero-carbon ambition by maximising opportunities for low carbon development and use of renewable energy.
2. To prioritise the location of new development close to places with a wide range of services, facilities and job opportunities to encourage walking and cycling, or with easy access to high-quality and effective public transport.
3. To deliver a diverse range of housing in a variety of tenures, sizes and forms to meet future needs at locations where they are most needed.
4. To deliver essential new strategic transport infrastructure to support regeneration and job creation and significantly reduce out-commuting, particularly from Weston-Super-Mare to Bristol.
5. To increase the number and range of job opportunities at Weston-Super-Mare and in the north of the district.
6. To prioritise the importance of the green infrastructure network when considering new development, support priority habitats and species and safeguard areas at risk of flooding.
7. To provide essential infrastructure in step with development, both transport and community infrastructure such as schools.
8. To deliver higher residential densities through good design, particularly at town centres and transport hubs.
9. To address the decline in the town centres of Weston-Super-Mare, Clevedon, Nailsea and Portishead through supporting regeneration and place-making initiatives which revitalise these places as the focus for retailing, community uses, housing and jobs.
10. Developing new and existing communities in a way which enhances health and wellbeing, reduces inequalities and is child and family friendly.



## North Somerset Capital Asset Management Plan

North Somerset have an existing Capital Asset Management Plan which sets out and identifies key information regarding their current property portfolio as well as identifies key issues and priority areas for change from 2016 to 2021. In essence, this strategy identifies how the property portfolio can achieve key corporate outcomes from their Council's Corporate Plan 2015-2019. The existing key outcomes are as follows:

- Prosperity and Opportunity and how to drive growth throughout North Somerset
- Health and Wellbeing, allowing residents to make healthy decisions while providing quality health and care services to its residents
- Quality Places, promoting sustainable housing growth while empowering people and communities to flourish.

The 2015 CAMP acknowledged that the Council has limited resources (both financial and human) to fulfil the key objectives identified. However, they can support ongoing maintenance and improvement of the Council's asset portfolio. Resources will continue to be limited as these are prioritised against a number of other core revenue and capital investment demands.



# North Somerset Capital Asset Management Plan

With this identified, the CAMP discusses five themes in detail as follows:

## 1. Optimising the existing estate

The total portfolio consists of 2898 assets within its asset register. When excluding non-core assets including Highways and Public Open Space etc, there are a remaining 756 core assets. While significant progress has been made to reduce the size of the portfolio through disposition and consolidation strategies, further work is underway to continue this trend of downsizing. This will enable a leaner more efficient asset portfolio, where income is maximised with a number of proposals and opportunities identified in Schedule A of the CAMP.

## 2. Managing the efficiency of the estate

With funding for the purpose of repairs and maintenance reducing over the next few years, it is crucial that the consolidated estate is managed with a greater emphasis on efficiency. This includes that building maintenance resources are used effectively; investment is made in the right buildings and for suitable purposes and that the right works are undertaken in the most cost-effective manner possible. Building maintenance budgets are devolved to the individual directorates and as such it is crucial that asset managers work closely with each directorate to assist with ongoing maintenance requirements as well as leasing and management.

## 3. Managing property to improve energy efficiency

The existing CAMP identifies two key objectives to promoting sustainability across the portfolio. These being the reduction of carbon emissions and the compliance with the Energy Act 2011. Asset Management is actively seeking opportunities to reduce emissions through the use of advanced technology. Future emphasis should be placed on appropriate retrofits that will ensure movement towards a carbon net zero portfolio. As of 2018, all assets undergoing a lease renewal or disposition must achieve an energy certificate rating of E or better. Effective measures will need to be explored to utilise the Council's resources strategically to ensure that this requirement is met.



## North Somerset Capital Asset Management

### 4. Regenerating property for economic growth

Real estate has a strategic role in promoting regeneration and economic growth throughout North Somerset. The strategic use of the Council's portfolio can be utilised to achieve future job promotion, housing growth and provide infrastructure throughout the region. Utilising the Council's portfolio as a catalyst for promoting growth has been undertaken with several corporate partnerships across the region. In addition to this, acting as a prominent developer in the region, the Council's involvement in major regeneration projects, while relatively recent in nature has been growing significantly. With that being said a future regeneration strategy will provide a framework for decision-making and will help to progress this even further.

### 5. Property Investment to generate income

While consolidation and shrinking the size of the portfolio is a previous objective, future acquisitions will be targeted with the goal of income generation. A framework for property investment will enable the Council to act as a central value-add property investor within the region. Properties should be targeted that are self-sufficient and do not place further stress on the revenue budget but utilise alternative sources of income to fund its operations and maintenance. Few properties within the existing portfolio can be classified as being held specifically for income generation. This is a new field for the Council and as such it is probable that external advice will be necessary in developing the framework and eventual strategy.





# North Somerset Capital Asset Management

## Key Initiatives

### Estate rationalisation and co-location with strategic partners

In 2009/10, an outline business case set out changes to the estate programme to reduce accommodation and carbon footprint impact and to collocate with strategic partners. This led to the creation of two shared hubs at Castlewood and the Town Hall (instead of 22 dispersed buildings) and increased utilisation from 1450 people to over 2050 people. In the immediate years following, this achieved the following for North Somerset:

- £700k annual savings in rent and maintenance
- £600k annual partner-generated income
- Huge overall savings to the public purse for the district of North Somerset
- A 50% reduction in office accommodation
- A more flexible estate that was responsive to challenges
- A shift of approach meaning the council and partners were 'users' and not 'owners' of assets
- Property being seen as an asset rather than an overhead.

There have since been issues identified in these two buildings. For example, at Castlewood, low energy efficiency (EPC G – the lowest rating possible), high annual maintenance (circa. £100k) and high backlog maintenance costs (£3.4). However, the positive outcomes continue to be co-location with partners, a Council presence in the more deprived north of the district where outcomes need to be significantly improved, and substantial sub-let income (rent and service charge contribution) now in the region of £900k per annum.



# North Somerset Capital Asset Management

## Key Initiatives

### Estate rationalisation and co-location with strategic partners

To ensure the benefits continue, issues are addressed and Council strategy is adapted to the Covid-19 world where more people may work from home, ongoing consultation with strategic partners will be essential to the successful implementation of this SAMP. Strategic partners who currently share accommodation include:

#### Castlewood

Council teams, Sirona Health and Care, CCG, Police, Ambulance, Agilisys, Liberata, Somerset County Council and BANES. 47% of the office space is occupied by NSC teams and 53% by partners.

Castlewood also houses the DWP in the gateway on the ground floor. The DWP host regular surgeries by Citizens Advice, Alliance Living the National Careers Service, NSC Housing team and Health Trainer's Team and Liberata's Revenues and Benefits team.

#### Town Hall

NSC teams, Agilisys, Liberata, Sirona Heath and Care, Unison and the Police. 67% of the current office space is occupied by NSC staff and 33% by partners. The Town Hall also houses the main customer gateway for the Council. Services which operate out of the gateway include Housing, Revenues and Benefits, Licensing, Children's Case Conferences, the Register Service and Health Trainers. The council generates income from letting space to the Probation Service and operating a police enquiry service. The Town Hall gateway also houses the central library. There are plans to move the police enquiry services from the main gateway to the business lounge during summer 2020. The police will operate this and pay the Council a lease rental.

Building Control, Community Connect, Support Alliance and the Police Beat Team hold regular customer surgeries in the gateway.

With further changes in the way staff work, an increase in remote working and the impact of COVID, the Council has now been presented with an opportunity to review their accommodation requirements and address some of the failings of their core office estate. This Accommodation Strategy 2021 is being undertaken in tandem with this SAMP and will need to be subsequently aligned as part of the Delivery of the Strategy described in Part 3 of the SAMP.



# North Somerset Capital Asset Management

## Key Initiatives

### One Public Estate and Land Release Fund September 2020

One Public Estate (OPE) is a national initiative managed by central government to enable public sector organisations to 'rationalise their asset and estates management'. Local authorities were/are able to bid for project funding to facilitate the sharing of buildings and services with other public sector organisations. OPE already supports several wider public sector priorities including housing, health and social care integration, joined-up public services, town centre revival, regeneration and local growth deals.

A new One Public Estate and Land Release Fund Prospectus was published in September 2020. Along with facilitating the sharing of buildings and services, the Land Release Fund (LRF) is a programme which enables councils to bring forward surplus council-owned land for housing development.

As the public sector responds to the impact of COVID-19, partners are considering their role in economic recovery. The pandemic has also led partners to consider future models of service delivery, to make use of digital technology and flexible working across sectors. Working in partnership will lead to greater opportunities for collaboration through shared spaces, joined up services and released surplus assets – which in turn will promote lower carbon solutions and new economic activity.

In light of these opportunities, £30 million of new funding is available to support local delivery. This comprises:

- £10 million OPE revenue grant for public sector land and property projects, including £2 million of sustainable grant funding
- £20 million Land Release Fund capital grant for council projects.

The deadline for bids is 12 November 2020, with the announcement of funding awards in February 2021. Any applications North Somerset is undertaking for either of these funds is likely to be relevant to this SAMP and should be in-keeping with its objectives



# North Somerset Capital Asset Management

## Key Initiatives

### West of England Combined Authority (WECA)

Whilst North Somerset is not a formal part of WECA, the authority supports the Local Enterprise Partnership (LEP) which covers Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire. Together, the aim of WECA and the LEP is to deliver economic growth for the region and address some of our challenges, such as productivity and skills, housing and transport. North Somerset also forms part of the West of England Joint Committee and therefore the objectives and strategy of WECA needs to be considered as part of the SAMP.

The WECA business plan for 2020-2021 supports the aspiration to be a driving force for clean and inclusive economic growth in the West of England. The activities included in the business plan aim to ensure that people benefit from more job opportunities, a stronger economy and a high quality of life.

### The Overarching Objectives are:

- **Inclusive Growth:** The West of England is determined to ensure that all residents have the chance to both contribute to and benefit from the region's success. They want to remain a place where businesses are keen to locate, where people want to live and where there are opportunities for all.
- **Climate Change:** The West of England declared a Climate Change Emergency on 19 July 2019, committing the region to becoming carbon neutral by 2030. The WECA Local Industrial Strategy identifies a series of actions to take forward to support clean growth. Activity is already underway, and they are investing to tackle congestion and improve public transport, support businesses to adopt energy efficient measures through the West of England Low Carbon Challenge Fund and investing in research and innovation projects.



# North Somerset Capital Asset Management

## Key Initiatives

### West of England Combined Authority (WECA) cont.

#### The Operating Framework of the Business Plan identifies three priority areas:

1. Infrastructure fit for the future: The ambition is to enable residents to move seamlessly around the West of England region between work, home and leisure activities, and to provide high quality, affordable homes. The ambition aims to achieve zero net carbon by 2030. The right infrastructure is central to that commitment, both physical and digital. Infrastructure is also key to maximising productivity across the region, connecting rural and urban communities, and driving clean and inclusive growth.
2. World class skills: By 2036, the West of England will be internationally recognised for its sustainable, inclusive and diverse economy, providing a high quality of life, prosperity and opportunities for all its residents. People will be skilled, healthy and able to achieve their potential. Businesses will play an active role in shaping employment and skills provision across the region and they will be able to find the skills and talent they need to innovate, add greater value and thrive.
3. Businesses that succeed: They want to find better ways of working with existing businesses to achieve their potential as well as attracting more businesses to the region. They want to support key sectors including aerospace & advanced engineering, creative & digital, and professional services. They want collaboration between sectors and communities. Increasing productivity and exports are a key area of focus, along with continuing to find new ways to support innovation and promote inclusivity and clean growth.



# North Somerset Capital Asset Management

## Key Initiatives

### Millcross Development

Up to 60 affordable homes are to be built on an allocated housing site in the centre of Clevedon in North Somerset. The Millcross site is to be purchased from NHS Property by the council in a back-to-back deal with Alliance Homes, who will deliver the new homes. The purchase will be through OPE and funded through the immediate re-sale of the land to the affordable housing provider Alliance Homes.

### Health & Community hub in Weston-Super-Mare

North Somerset was successful in its 2015/16 bid to join the One Public Estate Programme. In 2016/17, the Council was successful in securing funding through the programme for a multi-use health and community hub in Weston-Super-Mare as part of its effort to regenerate the town centre. Alongside this project, NHS partners reviewed primary care provision across the whole of Weston-super Mare as part of their Primary Care Transformation Programme, including provision on the Weston Villages site, and developed a business case for NHS capital monies. This is just one example of how a partnership approach can best meet local need. One Public Estate and NHS stakeholders including the Clinical Commissioning Group should be consulted when developing asset management delivery plans.

### Birnbeck Pier

Recent partnerships related to assets include efforts by North Somerset Council, Historic England, and the RNLI to improve the fortunes of Birnbeck Pier – a Grade II listed Victorian pier in Weston-Super-Mare, that links the mainland to Birnbeck Island. Due to deterioration, a Compulsory Purchase Order is due to be issued to facilitate the RNLI moving back to the island, which would include a transfer of ownership.





# North Somerset Capital Asset Management

## Key Initiatives

### Asset implications of schools converting to academies

An example of the asset implications when a school converts to an academy, is when Ravenswood School converted to academy status and joined the Inspirational Futures Trust. The school site is owned by the council and comprises part of a larger site. It was agreed that a standard academy lease would be granted to the trust on the following principal terms and conditions:

- 125-year lease
- Peppercorn rent if demanded
- Tenant is responsible for repairs, maintenance and insurance for the building and grounds
- Permitted use: education services, and ancillary community, fundraising and recreational purposes
- Rights to access outlined
- The tenant will reimburse the council's legal costs in connection with granting the lease.



# North Somerset Capital Asset Management

## Sustainability

North Somerset Council declared a climate emergency at the beginning of 2019. Since then, the council has been looking at ways to become carbon neutral.

### **North Somerset Climate Emergency Strategy**

The North Somerset Climate Emergency Strategy is a live document which outlines seven key principles for how the council will address the causes and consequences of climate change, with the aim to be carbon neutral by 2030. The Strategy is supported by the accompanying Climate Emergency Strategic Action Plan and Data Dashboard. The Strategy is owned by the cross-party member Climate Emergency working group and will link in with the developing North Somerset Corporate Plan 2020-2025, Medium Term Financial Plan, and other strategic plans including the Economic Plan and the Joint Local Transport Plan.

The Climate Emergency Strategy and Action Plan will be reviewed annually to confirm principles and to analyse progress. Its seven key principles are:

- Become a net zero carbon council
- An energy efficient built environment
- Renewable energy generation
- Repair, reuse, reduce and recycle
- Replenish our carbon stores
- Reduce emissions from transport
- Adapting to climate change.



# North Somerset Capital Asset Management

## Sustainability

### North Somerset Climate Emergency Action Plan

The Climate Emergency Action Plan is aligned to the seven key principles of the above strategy, with multiple actions for each principle all aligned to the council's level of influence and the scope each action will have on emissions (scope one, two or three). For each action, the council ask: what will success look like? These success measures form the basis of the Climate Emergency Data Dashboard. The Data Dashboard measures progress on a quarterly basis.

### Rewilding

The council has agreed to begin rewilding areas in North Somerset. This means they will be creating new habitats to enable wildlife to flourish as well as helping to address climate change. This will include planting trees and letting some areas of grass grow longer.

### Local Plan 2038 Sustainability Appraisal

The sustainability appraisal (SA) is a process that aims to ensure that all significant plans and programmes that relate to land use issues are compatible with the aims of sustainable development. This scoping report sets out a framework for how the SA will be carried out for the new local plan. Some of the issues the plan will be considering are how to:

- Work towards the council's target to be carbon neutral by 2030
- Make sure the council provide for the right type and number of homes, in the right places, to meet the needs of the people who live here, now and in the future
- Allocate space for business and set out what other infrastructure is needed to support economic growth and the new homes
- Allocate sites for other land uses where these are known, including retail, community facilities, transport, local waste and minerals
- Update or create planning policies to make sure all new buildings are high quality and of sustainable design, and to protect North Somerset's natural and built environments
- Address flooding and drainage issues.



# North Somerset Capital Asset Management

## Sustainability

### Implications for asset management

The delivery of this SAMP will be crucial to delivering the North Somerset Climate Emergency Strategy & Action Plan to achieve becoming a net zero carbon council by 2030 and having an energy efficient built environment. It is also imperative that the strategy embraces a commitment to sustainable development, and in particular, contributing to the allocation of sites for the required infrastructure needed to support economic growth and new homes, including retail, community facilities, transport, local waste and minerals. The most relevant actions under each principle to address climate change, in terms of asset management, are:

#### Become a net zero carbon council

- Support flexible working and home working to reduce the carbon footprint of our workforce
- Review our estate to investigate means of increasing energy efficiency of heating, lighting and cooling systems.

#### An energy efficient built environment

- Aim for all our new homes to be zero carbon or net carbon plus
- Aim for all our own new commercial space to be zero carbon or net carbon plus
- Aim to focus new mixed-use development on brownfield land, in town centres with public transport and proximity to major employment hubs
- Work with schools and other stakeholders to ensure their estate is energy efficient and install renewable energy sources.

#### Renewable energy generation

- Explore the development of strategy that discourages investment in fossil fuels and promotes renewable energy generation.

#### Reduce emissions from transport

- Continue to drive project delivery to shift from private car use.

#### Replenish our carbon stores

- Identify Council land suitable for rewilding with the aim of reducing areas off amenity grass by 20%.

#### Adapting to climate change

- Ensure a resilient infrastructure in North Somerset including retrofitting our built environment where necessary.





# Current Asset Base



# Current Asset Base

## A Summary of North Somerset Council's Assets

The Asset Register provided for this review has a total of 2,898 assets under Council control. As part of this analysis, we have split these assets into Core and Non-Core assets, this split can be seen in section 5.1.1 below. For the purpose of this analysis, we will not review the non-core assets. A brief summary of the Council's current assets and their performance – based on available information – is provided in this section. The assets include:

### **Operational Estate: held for the direct delivery of council services**

- Libraries
- Schools, PRUs, youth centres, children's centre
- Depots
- Civic Offices
- Cemeteries, crematoriums and mortuaries
- Children's homes
- Day centres
- Leisure centres.

### **Community Estate: retained for community benefit**

- Community centres
- Allotments
- Monuments
- Beaches
- Nature Reserves
- Cemetery/Crematorium
- Lakes
- Woodland

### **Investment Estate: held primarily to provide an income and investment opportunity**

- The agricultural estate
- Industrial units
- Other investment / regeneration sites

### **Housing Estate: managed by North Somerset**

- Council housing (social rent, shared ownership and sold on long leases)
- Land parcels
- Residential properties bought back.

### **Highways and Green Space Portfolio**

- Highways and public open space are generally not considered core sites that are potential future planning opportunities.
- Footpath
- Cycle paths
- Flood Alleviation





# Current Asset Base

## A Summary of North Somerset Council's Assets

### Types of asset

This SAMP is most applicable to core sites that are relevant to future planning and may be prioritised by the Council as key sites. The table below details core and non-core sites.

The non-core assets have been segregated from this review as they will not be relevant to the purposes of this Asset Management Strategy. They are however still important assets that will need to be retained and managed by the Council.

CLASSIFICATION	ASSETS	PROPERTY DESCRIPTION
Non-Core (2,158 assets)	958	Highways
	837	Public Open Space
	221	Footpaths
	8	Allotments
	10	CCTV Equipment
	4	Cemetery/Crematorium
	18	Beaches
	2	Flood Alleviation Site
	37	Playing Field / Play areas
	1	Cycle paths
	3	Lakes
	7	Monuments
	6	Nature Reserves
	30	Rights of way
	16	Woodlands

CLASSIFICATION	ASSETS	PROPERTY DESCRIPTION
Core (742 Assets)	2	Activity Centre
	2	Bandstand
	69	Car Park
	14	Children's Centre
	32	Children's Play Area
	7	Civic Amenity Site
	25	Clubhouse/Pavilion
	30	Concession
	5	Entertainment Centre
	3	Garage
	14	Hall/Community Centre
	181	Housing
	8	Industrial Unit/Depot
	2	Investment
	25	Investment/Regeneration
	10	Leisure/Sports Centre
	9	Library
	13	Nursery/Playgroup
	16	Office
	82	Other
	11	Park
	24	Public Toilet
	4	Retail Outlet
	51	School
	25	School Playing Field
	20	Shelter
	14	Smallholding
	14	Store/Shed/Hut
	4	Travellers Site
	23	Utilities
	3	Youth Centre

# Current Asset Base

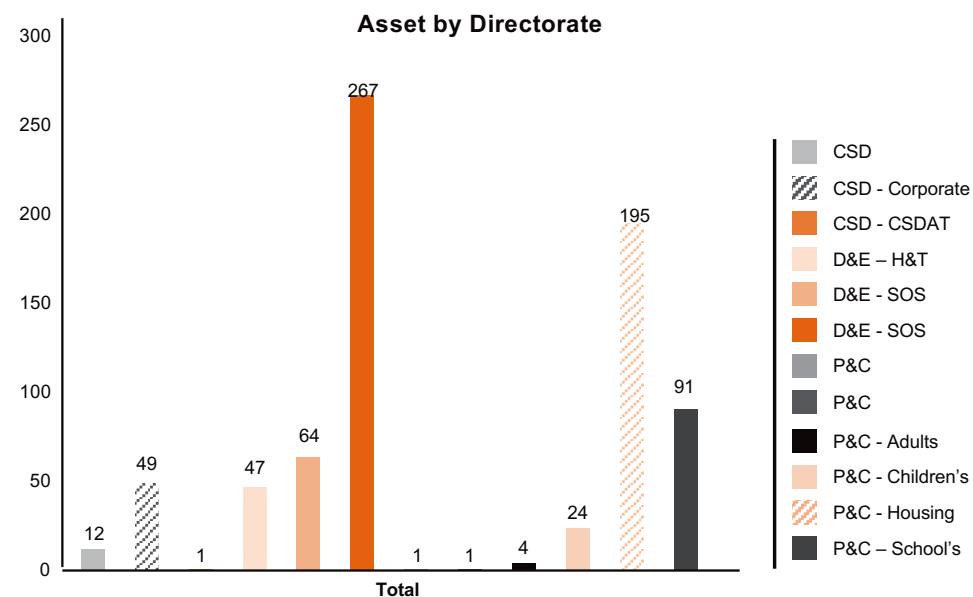
## A Summary of North Somerset Council's Assets

### Core Assets by directorate

- North Somerset's Assets sit within the following directorates:
  - Development and Environment (D&E)
    - C&CS: Community & Consumer Services
  - People & Communities (P&C)
  - Public Health & Regulatory Services
  - Corporate Services (CSD)
    - CSDAT: Community Safety & Drug Action Team

### The directorates that manage the highest number of operational assets are:

- Development & Environment – Streets and Open Spaces (D&E - SOS ) = 267
- People & Communities – Housing (P&C Housing) = 195



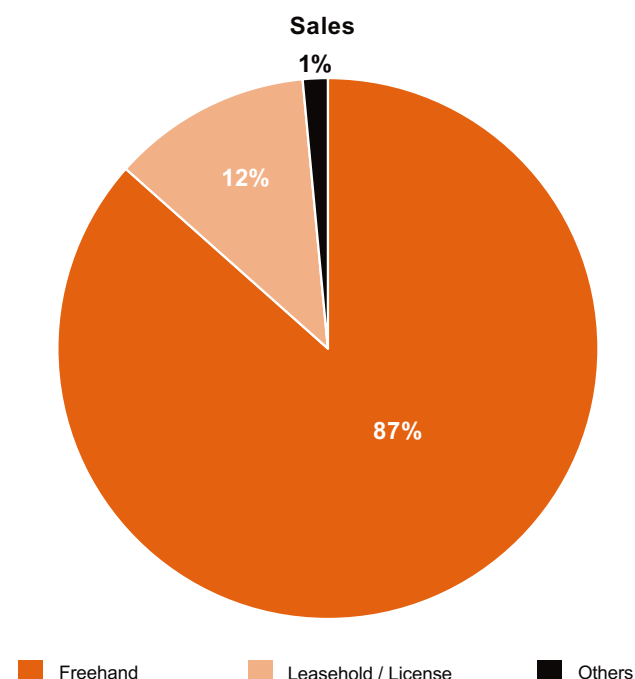


# Current Asset Base

## A Summary of North Somerset Council's Assets

### Operational Portfolio Ownership

The North Somerset operational portfolio includes a number of buildings across the region accommodating the operation of various council services. North Somerset have (95%) freehold ownership across all sites including both core and non-core and 87% across key core operational sites. Having such a high proportion of assets within freehold allows the council to have control over the future opportunities surrounding disposal and regeneration. Any proposed change of course remains subject to planning constraints.





## Current Asset Base

### Property records, data and management systems

The Council holds property terrier (ownership) information in both hard and soft copy format. The Council's property deeds, and historic information are safely stored within the Councils archive / record storage facility. These records are called from storage infrequently and are only required in specific circumstances such as when a property is formally disposed of. Electronic copies of terrier and ownership information has been scanned and record on to the Council's data filing software system Earthlite. This system is managed and maintained by the Property team.

The Council holds property data and information in many different formats and systems from hard copy records, to spreadsheets, shared and drives and the compliance management software. The devolved management structure for property that currently exists makes recording and sharing accurate information challenging with often multiple copies and versions of the same information held by different departments. In some cases, properties are controlled/managed by the services, who in the main, do not have the relevant qualifications. This could easily lead to failures, liability and prosecution issues and should be addressed as part of the future Property Strategy.

To support the capturing of accurate running costs, reduce duplication in record keeping and processing and to bring transparency of cost in use the Property & Asset Management team should undertake a review of all systems, software and procedures and if necessary, develop a business case for an improved management system, to support the management of the Council's estate. The use of Property Asset Management Software is considered good practice for all large organisations and will enable accurate information to be produced quickly and efficiently to support decision making and to produce property performance data as well as supporting medium to long term investment decisions.